

Orange Cove

City planning

Orange Cove

PREFACE

Scope of Report

The Orange Cove General Plan of 1973, is a collection of long range objectives, specific policies, and proposals for their effectuation concerning the physical, social and economic character of the City of Orange Cove. The purpose of the General Plan is to enable guidance of both public and private actions affecting the City's environment by providing a coordinated, comprehensive statement of community development objectives and programs.

The Orange Cove General Plan of 1973 could be considered as the third volume of the Orange Cove Comprehensive Plan Program, a study which began in 1970 and culminated in mid 1971 with a two volume report: Volume I - Basis for Plan, and Volume II - Plan Recommendations. In large part, this 1973 General Plan is a summary report derived from the information and recommendations provided by these reports, prepared by the Center for Urban and Regional Studies, California State University, Fresno. The 1973 Plan does, however, modify and expand on certain plan elements and recommendations, in response both to recent State requirements and to the needs of the community. It is designed to stand alone as a complete General Plan document, although extensive background information is contained in the prior reports and should be referred to for amplification of this summary report.

The Plan is composed of a brief description of the existing conditions of the City, population projections, a statement of general community-wide goals, and the following separate elements:

1. Land Use and Population Distribution
2. Housing
3. Circulation
4. Public Facilities and Services
5. Conservation, Recreation and Open Space
6. Seismic Safety, Safety and Noise
7. Economic and Social Development

Within each element, the goals applicable to the element are listed, existing conditions described, future needs or problems identified, policies defined to meet the goals, and methods of implementation discussed. The final section of this report coordinates and combines the seven Plan elements into a summary of the physical development objectives and, most important, implementation measures needed to achieve the goals.

Acknowledgements

The preparation of this report was made possible by the voluntary assistance of Patrick Norman, a candidate for a Masters in City and Regional Planning at California State University, Fresno, under the direction of professional staff of Consultative Planners. Staff member in charge of the project was Madge Strong, Associate Planner.

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A. EXISTING CONDITIONS

The City of Orange Cove, located at the foot of the Sierras, offers its residents natural basic amenities that larger urban areas simply cannot offer. The quality of the rural small town environment is becoming increasingly rare as an alternative to either city or farm living. The city also, however, has the problems of a small, agriculture-dependent economy.

The City is located in Fresno County, adjacent to the boundary with Tulare County on the east, approximately eight miles east of Reedley and 20 miles north of Visalia. It has views of the Sierra foothills to the north and east, is surrounded by rich agricultural lands, and has excellent access to regional recreation resources such as the Pine Flat reservoir to the north and Kings Canyon and Sequoia National Parks to the east.

The City of Orange Cove contains 1.06 square miles or 680 acres in total area. Development is generally confined within the square mile bounded by Adams, Hills Valley, South and Anchor Avenues. The City's prime function is as an agricultural service center and residential community for farm workers employed in the surrounding citrus and olive producing agricultural areas.

The City is situated on alluvial soils composed of shallow layers of sandy clay loam with a low degree of permeability, slow water run-off, and a moderate degree of erosion potential. Topography is generally flat and natural vegetation in the area consists primarily of grasses. Agricultural development includes citrus and olive orchards and vineyards.

The City is composed of three residential neighborhoods, three industrial areas, a service commercial area, and a central retail shopping area. Circulation is provided by a grid-iron pattern of north-south, east-west streets, forming blocks typically 320 by 450 feet. The pattern is bisected by the diagonal northwest to southeast Santa Fe Railroad. The Friant Kern canal is located along the eastern edge of the City.

Public facilities and services include three schools ranging from kindergarten through eighth grade, a park, public sewer, water, and solid waste

systems, police and fire protection, and a City Hall.

The 1970 Census indicates a population of 3,392 persons. Ethnically, the community population is slightly over one half Mexican-American, with approximately 60 per cent of the school children from that ethnic background. Other minority groups include Filipino and American Indian; there are no Blacks in Orange Cove. Nearly 50 per cent of the total population is under 20 years of age.

The economy of Orange Cove is predominately agriculture related, involving either farm labor or employment in industries handling agricultural products. The 1970 Census information indicates a total labor force of 1,280, with an unemployment rate of approximately 26 per cent. This is extremely high compared with the Fresno County average of approximately 7 per cent unemployment. The 1970 median family income was \$5,240.00 compared with the national average of \$9,870.00.

B. POPULATION PROJECTIONS

One of the most important considerations in planning for the City's future is to determine reasonable population projections. The need for economic growth is obviously a necessity, even is no further population growth occurs. Without solving the current unemployment rate and income level problems, increases in population would only serve to aggravate the City's economic problems, with lower per capita income, more unemployment among the working force, and more population to serve on a limited tax base.

The 1970 Census indicated a population of 3,392 persons, representing an annual growth rate of 1.75 per cent since 1950. This growth rate is slightly lower than the Fresno County average of 2.05 per cent and also less than that of neighboring cities such as Sanger, 2.25 per cent, and Reedley, 3.25 per cent. The rural to urban migration pattern, evident county-wide, appears to be the major trend accounting for the slow growth of Orange Cove. Insufficient data exists to determine whether the birthrate of Orange Cove is also a contributing factor. Population and school en-

rollment figures seem to indicate a drop in the number of young people between 1967 and 1972, but no pattern can be derived from this short time span. Orange Cove's population represents approximately .8 per cent of the County's total.

An assumption of this General Plan is that Orange Cove will succeed in establishing the economic viability needed to sustain its relative growth rate within the County. Based on State Department of Finance projections, the growth rate of Fresno County itself is expected to drop significantly over the next thirty years, as immigration into California and the post-war population boom both decrease markedly. If Orange Cove is able to maintain its proportion of the County's population, thus equaling the County's projected growth rate of just over one per cent during the 1970 to 2000 period, the City should expect approximately 3,700 residents in 1980 and 4,100 in 1990. These projections, while conservative compared with the 1950 to 1970 growth rate, are optimistic with respect to the challenge of Orange Cove maintaining its relative position within Fresno County.

Another method of projecting Orange Cove's population is to assume that the City can maintain its 1950 to 1970 growth rate of 1.75 per cent per year, in spite of the expected decline in the County's rate of growth. Prior planning reports speculated upon an even more rapid population growth rate, but these seem inappropriate in view of County and state-wide trends. If the 1.75 per cent growth rate is achieved, again requiring a massive economic improvement program if it is to benefit the City, the population would be 4,000 in 1980 and would exceed 5,000 shortly after 1990.

While a lower rate of growth seems more likely according to recent County and State projections, the higher figures might be utilized as maximum anticipated limits for planning purposes. Some flexibility will make it possible for the City to provide for its future population in the event of either slower or faster growth than expected. The following indicates the past pattern and the

future range in population projected by this plan:

Year	Orange Cove	Fresno County
1950	2,395	275,000
1960	2,885	366,000
1970	3,392	413,000
1980	3,700-4,000	460,000
1990	4,100-4,700	510,000

C. BASIC PLANNING POLICIES

Long range planning should be accomplished within a framework of established community goals and objectives. Orange Cove is situated within and surrounded on three sides by the jurisdiction of Fresno County. It is appropriate that the comprehensive plan for Orange Cove should reflect and be an integral part of the policies identified by the County-wide General Plan. County planning policies applicable to the Orange Cove area include:

1. To encourage a balanced land use pattern to meet the needs of the County residents and its economy.

2. To provide a high level of education, cultural and recreation facilities for all individuals and groups.

3. To use the County's natural resources in a manner consistent with the need to conserve the physical environment and beauty of the County.

4. To facilitate the orderly growth of the County by provision of reasonable public facilities and services necessary for the consistent attainment of the other stated aims.

5. To insure that physical development of Fresno County will provide a maximum of order, convenience and safety consistent with other stated objectives.

6. To establish a circulation and transportation system which will provide for the efficient and safe movement of people and goods while minimizing the interference with adjacent land uses.

In addition to these goals which concern the entire County, other general policies are applicable to the special concerns of Orange Cove itself. The comprehensive community General Plan for Orange Cove is based upon the following objectives:

1. Urban growth should be a result of orderly development. Leapfrog, scattered urban growth on economically productive agricultural land should not be encouraged.

2. Urban development should be located only in areas capable of being efficiently and economically served by public facilities and utilities such as water, sewer, fire, police, schools and similar facilities.

3. Through traffic should be routed in such a way as to cause a minimum of disruption to local traffic circulation.

4. Economic development of the community should be aimed towards growth and advancement of retail sales and industrial activities in order to provide new employment opportunities to local residents.

5. Safe and sanitary housing and a choice of living environment should be provided for all persons who wish to live in Orange Cove.

6. All persons, groups and agencies interested in the development of Orange Cove should participate in the plan formulation and implementation process.

A. LAND USE AND POPULATION DISTRIBUTION ELEMENT

This land use element will deal with residential, commercial, and industrial lands. Other types of land are dealt with more specifically in other elements of the plan, such as public facilities and services, circulation, conservation and open space.

1. Goals and Principles

The general policy guiding land use, discussed in Part I of this report, is to encourage a balanced land use pattern to meet the needs of the City residents and its economy. Specific policies within each type of land use are discussed below.

Residential

a) To provide an attractive residential environment free from conflicting uses and unnecessary traffic.

b) To provide a variety of housing types and densities. Low density should be suitable for single family and planned unit cluster housing. Higher density areas appropriate for apartments and mobile homes should be located convenient to public facilities and services, major streets, and/or shopping and working opportunities provided by proximity to commercial and industrial areas.

c) To provide for mobile homes in unified mobile home parks.

d) To group types of residential environments for the benefit and protection of all residents within each neighborhood, to discourage scattered inappropriate housing types, and to stabilize the predominant present pattern of single family use.

e) To encourage rehabilitation or replacement of all existing substandard housing.

Commercial

a) To separate retail shopping areas from service areas in order to promote the development of compact and functionally efficient areas, free from conflicts created by dissimilar activities.

b) To promote the development of the central shopping area by restricting nonconforming uses and traffic not oriented to commercial activity.

c) To promote the development of commercial uses providing a variety of convenience and comparison shopping goods and services for all residents.

d) To provide for adequate on and off street parking for all users of commercial areas.

e) To promote the general improvement and maintenance of all commercial areas and to provide physical, functional and visual transition between commercial areas and residential areas in close proximity.

Industrial

a) To facilitate the efforts toward economic diversification by setting aside suitable areas for new industry.

b) To minimize the potential for land use conflicts between industrial uses and other types of uses.

c) To provide sites for industry at the lowest cost to the City in terms of providing public services.

d) To provide sites for industrial use with the greatest possible access to railroad and major street systems.

e) To minimize conflicts of industrial traffic on residential or commercial streets within the City.

2. Existing Conditions

Land use within the square mile city area is summarized on the following table, from the 1971 Volume I Report:

**City of Orange Cove Land Use
(In Acres)**

Category	Acres	% of Total
Residential	192	28.2
Commercial	25	3.7
Office	2	.3
Industrial	34	5.0
Public & Semi-Public		
Church	8	1.2
School	40	5.9
Other	6	.9
Vacant Land	127	18.7
Parks	3	.4
Canal	27	4.0
Roads	175	25.7
Alleys	25	3.7
Railroad	16	2.4
Total	680	100.1

Of the total 680 acres, 370 are taken up with the canal, railroad, streets and alleys, and vacant land. Of the remaining 310 acres, 62% are in residential development, 9% in com-

mercial and office uses, 11 % in industrial use, and 18% in public and semi-public facilities.

A map showing generalized existing land use is shown on Exhibit 1. Each major area is described briefly below.

Residential: There are three major residential areas: one north of Park and east of the railroad; one south of Park and west of the railroad; and a smaller triangle south of Park and east of the railroad. Nearly all housing is made up of single family detached dwelling units. There are few apartments, and mobile homes exist only in scattered locations. Residential density is 4.8 units per acre, a relatively low figure. (See the Housing Element for further data related to housing quality.)

Commercial: The retail commercial area is located on both sides of Park Boulevard, from Center to Second Street. It contains, in addition to most retail outlets, a bank, theatre, library, post office, and other related uses. Actual utilized floor space is estimated at approximately 80,000 square feet. Much of the area east of Fourth Street is vacant or poorly utilized. The service commercial area is on Park, west of Center, primarily on the south side of the street.

Industrial: Industrial lands, primarily occupied by agricultural processing and packing companies, are located in three general areas: west of the railroad and north of Park; a triangle west of the railroad, east of Center, and north of "I" Street; and in the southeast corner of the city on both sides of the railroad. A smaller industrial area also exists west of Anchor and south of Adams, used as an auto wrecking yard. Other industries include: five citrus packing operations, one olive processing plant, and one lumber yard.

Undeveloped (Vacant) Of the City's vacant land, it is estimated that approximately 50 acres are available in areas designated for residential use, 5 acres for commercial use, and 20 acres for industrial use.

3. Projections

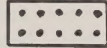
Residential: It is assumed that average densities will drop from the current 3.8 persons per household to about 3.5.

EXHIBIT 1

GENERALIZED EXISTING LAND USE

LEGEND

RESIDENTIAL



COMMERCIAL



GENERAL

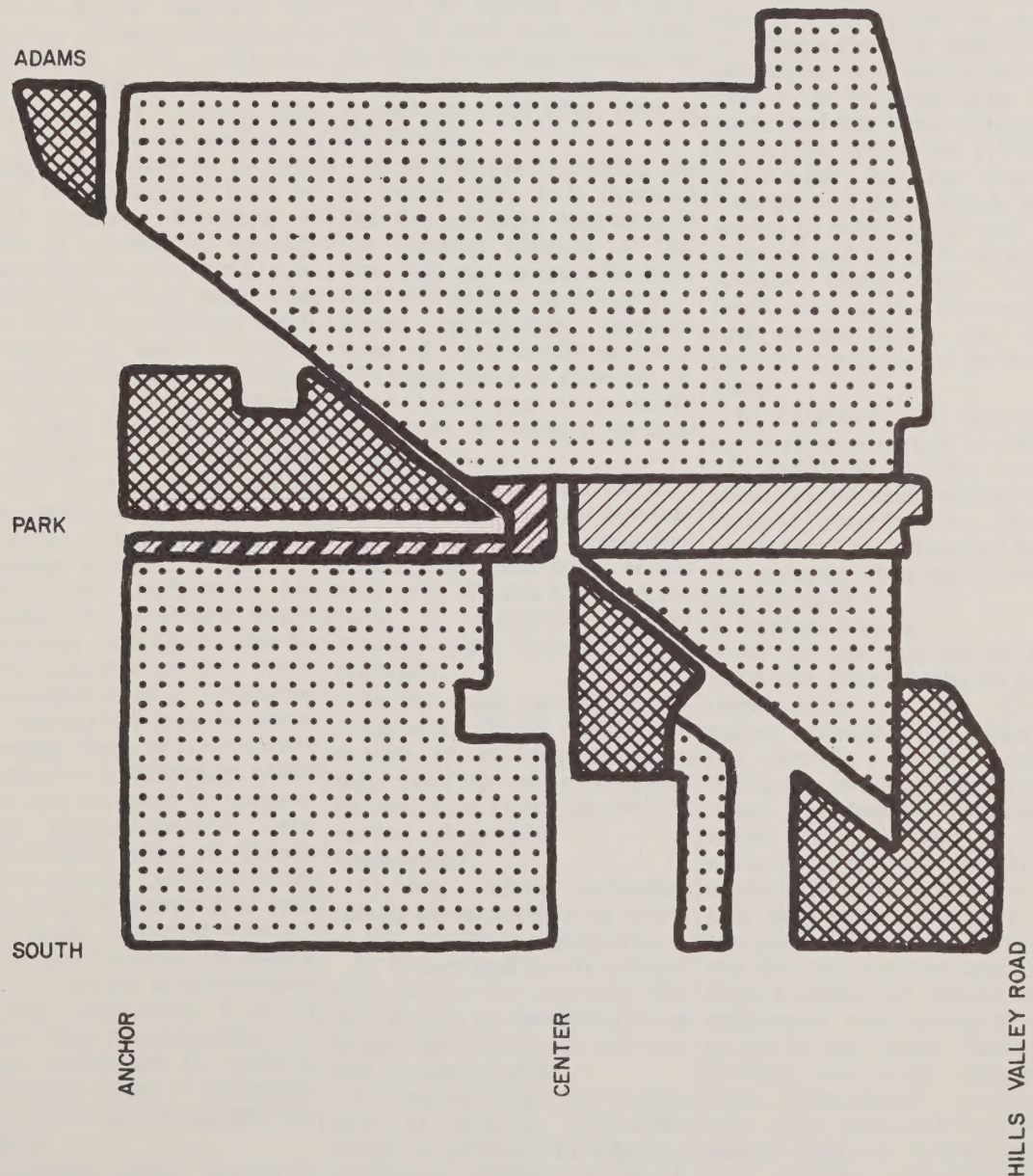
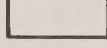
SERVICE



INDUSTRIAL



VACANT





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Based on the population projections (see Part I, Section C), the City will grow from its 921 dwelling units as of the 1970 Census to between 1,060 and 1,150 units in 1980, and between 1,170 and 1,340 in 1990. At an average residential density of 5 units per acre, it is estimated that 20 to 35 acres of additional residential development would be required by 1980, and 40 to 90 acres by 1990.

The amount of new land, however, could vary if existing single family homes within areas designated for multiple family use are converted to such uses or if the number of units per acre within new developments departs significantly from the current City-wide average of 4.8.

Commercial: The 1971 Volume II Report suggests that one acre of commercial land is needed for each 1,000 residents. Standards for this category of use are, however, highly speculative. A number of Valley cities have 10 or more acres of commercial land per 1,000 residents, including all types of commercial developments. On the other hand, commercial uses are in many cases over built, and business establishments or entire shopping districts suffer. It is, therefore, difficult to accurately project the actual demand for commercial space in Orange Cove.

With its current population of approximately 3,400, Orange Cove has 10 acres in the retail shopping district, 5 acres in service for commercial, and another 5 to 10 acres in industrial zoned lands appropriate for service commercial uses. Nearly one-third of all of this potential commercial land, however, is vacant. Many of the occupied parcels are inefficiently utilized or are occupied by inappropriate non-commercial uses. Furthermore, many of Orange Cove's current business establishments are operating at marginal levels compared with average sales volumes per square foot of similar establishments in other communities. It would appear that concentration and higher utilization of existing commercial areas is preferable to proliferation of commercial acreage.

Industrial: Again, standards

in this area are conjectural. It is, however, clear that average income in manufacturing jobs is considerably higher than in agricultural labor. Because of the economic objectives of this plan to increase both employment opportunities and average income levels in Orange Cove, it is imperative to encourage industrial expansion.

4. Policies

The land use plan has been designed to meet Orange Cove's needs and desires with the most beneficial effect on the City's future development. A graphic summary of the proposed land use plan is shown on the General Plan Map, Exhibit 4, in Part III of this report.

Residential

a) Orange Cove should first make full use of vacant land within the existing City limits. With 50 such acres available, the City should not substantially expand beyond its present boundaries until after 1980 at the earliest.

b) In addition to making use of vacant land, it is intended that the programs suggested in the Housing Element of this Plan will encourage rehabilitation of existing dwellings and, where appropriate, development of multi-family and mobile home units to serve all income levels and to intensify land uses in certain portions of the City.

c) Once land within the City has been substantially developed, residential expansion should take place north of Adams up to Wooten Creek. A variety of moderate density housing types should be encouraged.

d) No other residential developments should be allowed outside of the City limits so that the City can concentrate its resources in the desired direction of growth.

Commercial

a) New retail businesses should be encouraged to locate in the central shopping area.

b) Vacant and poorly utilized land within the business district should be developed so as to provide a compact and unified shopping area.

c) Opportunities for expansion of existing businesses should be provided by allowing contiguous commercial devel-

opments in the high density residential and office-commercial zone between 8th and 4th Street, north and south of Park.

d) In accordance with the Economic Development Element of this Plan, the City and downtown store owners should initiate a program of renovation, landscaping, and cooperative parking facilities.

e) Service commercial areas should be separated from shopping oriented areas.

f) Because of their convenience and automobile oriented nature, service commercial uses should provide adequate off-street parking in close proximity to the commercial use.

Industrial

a) Sufficient industrial land should be set aside to encourage new industries to locate in Orange Cove. In addition to the vacant land within the current manufacturing zone district, land has been designated for future expansion: (1) west of Anchor between Sumner Avenue and the railroad, with access to both Anchor and the railroad; and (2) south of South Avenue along Hills Valley Road, with a possible railroad spur across South, and convenient truck access to major roads.

b) Conflicts with surrounding land uses should be avoided. Industrial traffic routes should be set aside with a minimum of disturbance to either commercial or residential traffic patterns. (See the Circulation Element.)

5. Implementation

All of the policies of the Land Use Element are, in part, implemented by the City's zoning ordinance. For example, the recently adopted zoning ordinance provides for: harmonious residential neighborhoods with higher density areas grouped near industrial, commercial, and public facilities; separation of retail commercial and service commercial districts; a mixed use, high density residential district with commercial uses permitted adjacent to the central business district; and large industrial areas minimizing conflicts with other uses and requiring special approval where noise, odor, or other undesirable in-

fluences might extend beyond property lines.

Other implementation measures are also important:

a) The City Subdivision Ordinance should be up-dated to assure that all land divisions and tract developments are consistent with the policies of the General Plan and zoning ordinance regulations, and to conform to recent changes in State and County subdivision laws.

b) A Capital Improvement Program should be formulated to provide for extension of needed sewer, water and other services to areas of future expansion.

c) To the extent possible, the City should encourage and participate in programs such as downtown improvement, housing rehabilitation, and industrial promotion.

B. HOUSING ELEMENT

1. Goals and Principles

a) To provide every family with safe, decent, and sanitary housing.

b) To create choice in housing types.

2. Existing Conditions

According to the 1970 Census, there are 921 dwelling units in Orange Cove, occupying approximately 192 acres of residential developed land for an average density of 4.8 units per acre. Average household size in the City is 3.83 persons per dwelling unit, compared with the Fresno County average of 3.0.

The vast majority of housing is single family detached units. In 1969, only 32 apartment or rooming house units existed. Approximately 66 per cent of all residents own their own homes, a relatively high percentage when compared with other communities in Fresno County.

Housing quality studies show that the higher quality housing generally lies north of Park Boulevard, and lower quality housing lies to the south. (Housing quality is judged by a given list of attributes such as soundness of foundations, roof, and walls, safety of electrical wiring, etc.) Sixty per cent of all "good" housing and 58 per cent of all "fair" housing is located north of Park, while 82 percent of all "demolitions" and 59 per cent

of all "poor" housing is located south of Park. Most of this substandard housing is concentrated in the southwest section of the City. The following table shows the housing condition for the City as a whole as of 1969:

Good	417 Units
Fair	124 Units
Poor	242 Units
Demolition	46 Units
(Beyond economic repair)	

Total 829 Units

The housing vacancy rate is very low, indicating a limited housing supply and also suggesting that marginal houses, which should be demolished or rehabilitated, are being kept in use because of inadequate replacement opportunities.

3. Projections

Assuming that the average number of persons per household will drop slightly to 3.5, the City will need between 1060 and 1150 houses by 1980 and between 1170 and 1340 by 1990. This represents a minimum of 140 new units by 1980 and up to 420 new units by 1990. In addition to the new housing units required to accommodate the growing population, the 46 units indicated for demolition need to be torn down and replaced for the safety of their residents and for the benefit of the entire community. It is assumed that the houses in "poor" condition will generally be rehabilitated and maintained rather than replaced. The greatest need is for low-cost housing, primarily for large families. Over two-thirds of all Orange Cove residents have incomes below the \$7,000.00 level which is considered the minimum needed to purchase adequate housing in the private market.

4. Policies

a) The City should develop more low income and large family housing.

b) Greater housing choice should be encouraged in conformance with the land use policies of this Plan.

c) Substandard housing should be replaced or rehabilitated.

5. Implementation

The already adopted zoning ordinance and a needed new subdivision ordinance should encourage a variety of housing

types, including mobile home parks and planned unit developments.

A housing conservation program should be initiated to systematically encourage repair, rehabilitation or removal of substandard housing conditions. The City should apply for financial assistance to facilitate this conservation program, including Federally Assisted Code Enforcement (FACE) Program, to provide low-interest loans for rehabilitation and to enable neighborhood improvements which encourage housing conservation.

New low cost housing should be sought as a high priority. (Without replacement housing, demolition units will remain in use, presenting a safety hazard as well as an eyesore to the community.) The Fresno County Housing Authority, Farmers Home Administration, other State and Federal agencies and officials, and private groups such as Self-Help Enterprises, should be encouraged to sponsor low cost housing programs. Any available financial assistance or development programs should be actively pursued.

C. CIRCULATION ELEMENT

1. Goals and Principles

a) To provide a safe, convenient, and efficient system of circulation for all users.

b) To minimize conflicts between different types of traffic.

c) To minimize dependence on automobile use to the greatest extent possible.

2. Existing Conditions

Major traffic carriers outside the City include the Manning-Hill-Sumner Avenues route from Reedley to Orange Cove. Hills Valley Road, forming the eastern boundary of the City and of Fresno County in this area, is the major north-south route providing access to the foothill and mountain areas. These routes are designated as arterials or collector streets on the Fresno County General Plan Circulation Element.

Two significant developments could alter the regional circulation system in the distant future. One of these is the projected Eastside Freeway (Route 65), which is tentatively planned to traverse northwest to southeast, crossing Hills Valley Road just south of Orange Cove. This Freeway, when

completed, would greatly facilitate regional access to and from Orange Cove. The other would be the extension of Manning Avenue as an expressway from Reedley to Hills Valley and eventually to the Eastside Freeway. This is not currently planned by the Fresno County Circulation Element, but it would appear to be the logical extension of this east-west circulation link and would improve the area-wide traffic pattern by separating through and local traffic. Both of these developments are, however, beyond the jurisdiction of Orange Cove, and in addition, beyond the planning period of this General Plan.

Within or adjacent to the City, Park Boulevard, Adams, South Avenues, and to a lesser extent "C" Street, are the major east-west traffic carriers. North-south traffic within the City is generally carried by Center, Anchor and Hills Valley Road. Fourth Street in the northeast portion of the City and Eleventh Street in the southwest also carry more than normal local traffic. East and West Railroad Streets run diagonally across the City, on both sides of and parallel to the railroad tracks.

Approximately 200 acres or 30 per cent of all land within the City is dedicated to streets and alleys, including more than 21 miles of city streets. Street rights-of-way are generally adequate and sometimes excessive in width, ranging from 60 to 80 feet in residential areas and 100 feet on Park Boulevard. With the exception of a major section of Park Boulevard, there are few curbs, gutters, or sidewalks on most other streets.

Other than automobile traffic routes, the two major landmarks within the community are the Railroad and the Friant Kern Canal. There is no public transit offered within the City, and no scenic routes exist within or near the City. The railroad is an asset to the industrial development of the City, but it also tends to bisect circulation, as well as social interaction, within the community. Other than the peripheral roads, only Park and Center cross the tracks. The canal, at the eastern edge of the City,

does not significantly affect circulation, as little or no urban development has occurred, nor should, to the east within Tulare County. Adams, Park, and South Avenues all cross the canal and provide adequate access to Hills Valley Road.

3. Projections

While the grid-like pattern of streets provides easy access to and from most areas, the excessive amount of land dedicated to street and alleys makes for an inefficient system.

The major traffic problem is the mixture of industrial traffic with commercial and residential circulation. Large trucks hauling citrus products to and from plants in the City often use Park Boulevard, interfering with local shopping traffic. Any through traffic on Park Boulevard creates a serious hazard due to the need for ingress and egress from diagonal parking places.

New local streets will be required when City development occurs north of Adams.

4. Policies

a) The Circulation Element is shown on Exhibit 2. Priority for expenditure of Gas Tax funds should be on these streets, until such time as these streets are considered standard. Consideration should then be given to other streets on the select system, which include Eleventh and Ninth streets north of Park, "I" street and Fourth street south of Park.

b) West Railroad Street should be designated for industrial traffic, serving as the collector for all truck traffic from industries to Anchor and Hills Valley Road. No industrial traffic should be allowed on Center, Fifth, or Fourth Streets, on Park east of the railroad or on any other primarily commercial or residential street. Some restriction on industrial traffic on Park from Anchor to the railroad might also be desirable.

c) Park Boulevard, with its wide right-of-way and as the focal point for the community, should be developed with some kind of landscaping from Anchor to Hills Valley Road. Particular emphasis should be on the central shopping area to encourage pedestrian use as well as to enhance the appearance of this area. Pedestrian access to

the shopping area will also be encouraged by the land use designation of multiple family uses in the immediate vicinity.

d) Due to the large amount of street surface area throughout the City, certain streets should be abandoned when and where appropriate. Great care should be taken, however, before abandoning any street which might be of some future use to the City.

e) New street developments, for example, in the area bounded by Center, "I", Fifth and South Street, and in the area north of Adams, should not necessarily follow the existing grid pattern. More efficient systems should be encouraged wherever possible.

f) In keeping with the goal of minimizing automobile dependency, sidewalks should be provided along all major streets as the budget will allow. A horse and bike riding path along the Friant Kern Canal as part of the improvement of this open space resource for the community.

5. Implementation

Implementation is primarily through the capital improvements program. The reduction of the select system will permit the City to concentrate the available capital for improvements of the most important traffic carriers. Sidewalks, curbs, and gutters should be added as funds will permit. First priority would be sidewalks on at least one side of each of the select system streets.

On new developments, all street, gutter, and sidewalk improvements should be required, through the Subdivision Ordinance provisions, either installed or paid for by the developer.

Industrial traffic separation from commercial and residential streets is encouraged by the land use layout of this plan. The truck route should be marked to discourage the use of other streets, and, if necessary, restrictions on truck traffic should be applied as appropriate. Improvements of West Railroad Street will also help encourage its use as the primary industrial route.

Landscaping and pedestrian amenities along Park Boulevard will largely depend on the

EXHIBIT 2

PROPOSED

SELECT SYSTEM

LEGEND

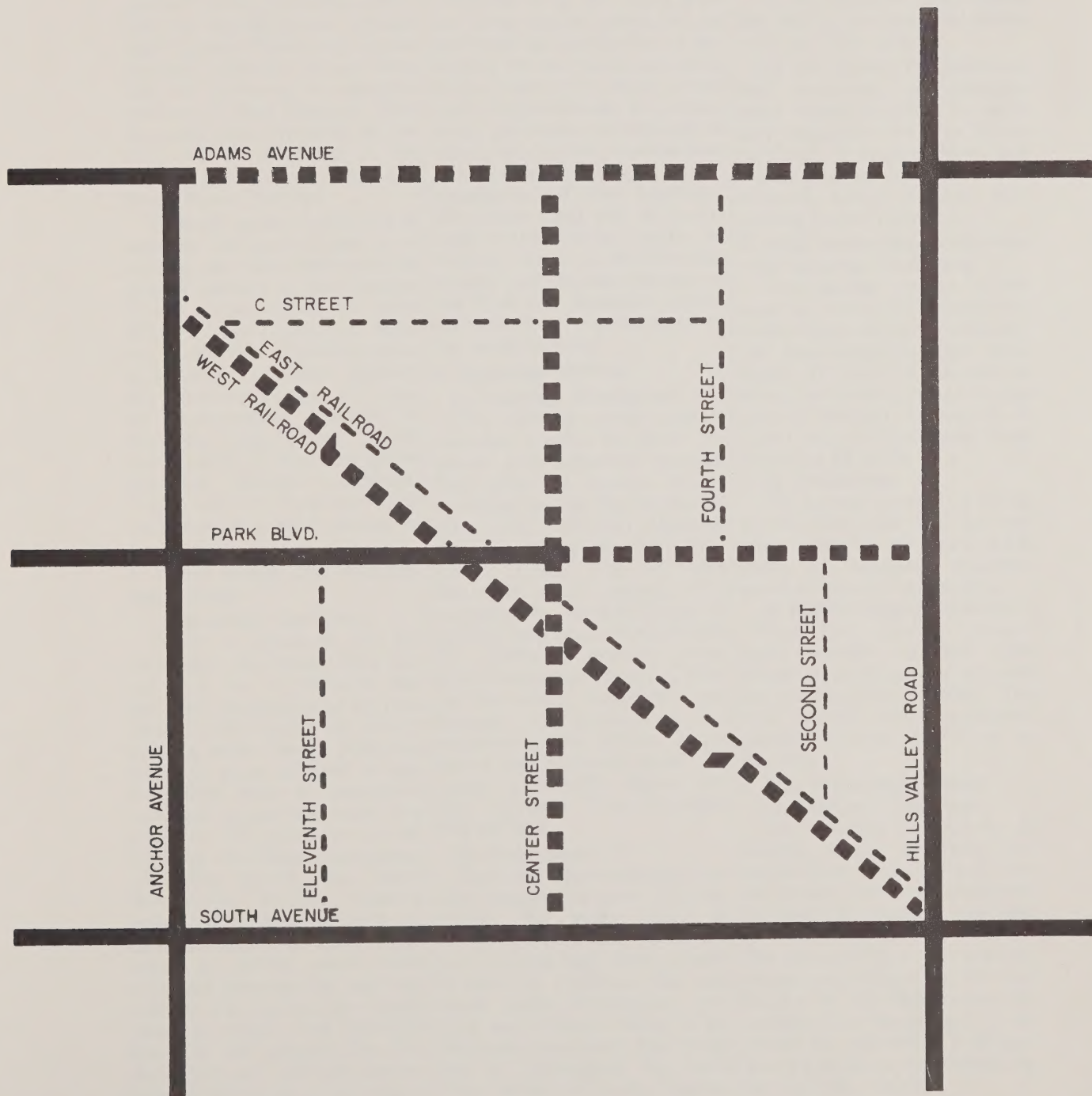
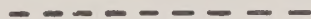
ARTERIAL



COLLECTOR



LOCAL COLLECTOR



initiative of the downtown shop owners. Sufficient right-of-way certainly exists all the way from Anchor to Hills Valley to accommodate such improvements in the future as they become feasible.

D. PUBLIC FACILITIES AND SERVICES ELEMENT

City services include a municipally owned and operated water distribution system, sewage collection and treatment system, solid waste collection services, voluntary fire department, municipally-provided police service, city hall, and three public schools, providing facilities for kindergarten through eight grades. There is no storm drainage system. All of these will be discussed in separate sections in this Element. Public parks, also provided by the city, will be discussed in the Conservation. Recreation and Open Space Element.

With all public facilities and services, the general goal is to provide the most effective high quality service to the citizens of the community in the most efficient and economical manner possible. Implementation is, in almost all cases, through the operating budget and capital improvement program of the City, plus federal grants and other such programs where available. Specific additional implementation measures will be discussed in each section as appropriate.,

1. Water Supply and Distribution System

a). Existing Conditions

Water is obtained for the City from the Friant Kern Canal at a rate of 300 acre feet per year, supplemented by four ground wells during the winter months, when water from the canal is more difficult to obtain. This water is considered raw, and in past few years, has not met the standards as set forth by the State Department of Public Health. The water distribution system contains mains of inadequate size (2-inch diameter in many locations) to deliver water with adequate pressure for any significant use. Valves are inadequate to isolate any potential break in the system. Fire hydrants do not meet the recommended standard - a maximum distance of 500 feet between fire hydrants.

The City has recently received a Water Facilities Grant from the Department of Housing and Urban Development Office for a \$960,000.00 project. This project will provide water treatment and storage facilities and improvements to the distribution system.

b) Projections

After 1980 or 1990, as expansion occurs to the north, new lines will need to be extended, and these should be adequately sized to serve the entire area north of Adams.

c) Policies/Implementation

Almost all of the City's present water system needs will be met with the completion of the current Water Facilities Grant project, including water treatment, improvement of ground wells, provisions for storage of water, gate valves, replacement of undersized water mains, and installation of fire hydrants. The future need will be to extend water mains north to Wooten Creek as development occurs, and keeping abreast of fire flow and consumer needs, and changing requirements to the water system.

2. Sewerage System

a) Existing Conditions

The existing sewer system provides service for both domestic and industrial sewage. The collection system brings sewerage to the city treatment plant near Hill and Manning Avenues, along the Alta East Branch Canal. The six acre treatment plant consists of a combination sedimentation-digestion tank and a trickling filter, providing primary treatment; oxidation ponds, providing secondary treatment; and disposal by percolation and evaporation. No effluent is released into adjoining canal. Capacity is 750,000 gallons per day; current flow averages 500,000 gpd.

b) Projections

Tank and filter capacities appear adequate to serve the population for many years to come. However, the ponds are taxed during high flow periods. In addition, trickling filter and other plant deficiencies produce and effluent which is below state standards. The problem is aggravated by salts from industrial waste, making the treated water unusable for irrigation purposes. The col-

lection system will, of course, need to be extended to serve new development.

c) Policies/Implementation

(1) To complete current rehabilitation improvements to the sewer treatment plant and continue the planned program of plant modifications to achieve complete secondary treatment at the plant. Although increased capacity is not needed immediately, it should be built in during these improvements so that future increases, particularly industrial, do not require redesign.

(2) To monitor and control the release of industrial waste into the City system.

(3) To provide for the eventual extension of adequate sized collection lines to serve City expansion north to Wooten Creek. If existing lines lack capacity, a line should be constructed along Anchor, also serving future industry.

3. Solid Waste Disposal System

a) Existing Conditions

Two packer trucks collect once a week for residential, three time a week for commercial establishments. Each truck makes 17 trips to the nearest dump per month, at an average cost of \$500.00 per month. A round trip to the dump near Parlier is 42 miles.

b). Projections

The present system is costly to the City and will become more costly as the City's needs grow. In addition, domestic service appears inadequate.

c) Policies/Implementation

The City should initiate twice weekly domestic solid waste disposal service as soon as economically feasible. The City should also investigate possible disposal sites closer to the City.

4. Fire Protection System

a) Existing Conditions

The existing fire station is located at the southeast corner of Park Boulevard and Center Street. Vehicular equipment includes two pumpers, one tanker, and other smaller vehicles. The fire chief is a full time employee and responsible for continuity of the department administration. Equipment is operated by volunteers. Fire prevention work is supervised by the District Chief.

b) Projections

As the City grows, more

equipment and personnel will be needed. The present fire station location, which presents drawbacks both in terms of interference with recreational use of the Eaton Memorial Park and traffic conflicts between emergency vehicles and shoppers, may become inadequate.

c). Policies/Implementation

(1) More efficient use of present personnel and possible future increase in fulltime personnel would improve the volunteer program."

(2) The City should provide for ordinances deterring possible fire hazards and regulating the use of hazardous liquids, gases, and other such materials.

(3) The City should encourage the Fire District to consid-

the existing facilities so as to make the City Hall administrative offices and assembly hall more functional and attractive. Adjoining undeveloped property in the same block should be acquired and developed for off-street parking.

(2) If feasible to relocate the fire station, a new building adjoining City Hall but fronting on Center Street could provide an ideal site for both Police and Fire Department facilities.

(3) City Hall expansion should be designed to accommodate other services to the community, such as club meetings, counseling, job training, and placement programs and space for County and State officials.

(4) Ultimately, the City Hall and related public facilities could utilize all the block

ministrative Code, it is desirable for an elementary school to have five acres plus one acre for every 100 students. A junior high or high school should have fifteen acres plus one acre per 100 students. Sheridan and McCord fall somewhat short of these standards, and Citrus is well above them. Walking distance standards for elementary students (1/2 mile) are only partially met. Citrus meets high school standards (2 miles), while the commute to Reedley, of course, does not.

b) Projections

The following table illustrates the current and potential capacity of each of Orange Cove's schools, their past, current, and projected enrollment through 1990:

School	Acres	Site Cap. Per State Standards	Current Building Capacity	Potential Building Capacity	Enrollment			
					1965	1971	1980	1990
Sheridan	7.9	300	500	620	416	486	530- 565	585- 680
McCord	7.2	220	390	390	298	343	375- 410	415- 490
Citrus	25.0	1000	200	600	201	233	255- 275	285- 330
High School						275	300- 325	335- 375
Total						1340	1460-1575	1620-1875

er a new location for the fire station, specifically adjoining City Hall north of Park with the station fronting on Center Street.

5. Police and City Hall Facilities

a) Existing Conditions

One building houses the City office, Council Chambers, police department, and utility service facilities. The police department occupies approximately 360 square feet of office space, and other city offices occupy approximately 540 square feet. The building, a modified Ounset hut, is located on Sixth Street, just north of Park Boulevard.

b) Projections

The amount of office space, structural stability, provision of parking, and general appearance of the municipal building are all considered inadequate. The location is ideally central to the community and well situated with respect to the retail shopping area, but the site would require expansion to meet future space needs.

c) Policies/Implementation

(1) To rehabilitate or replace

bounded by the alley serving Park Boulevard frontage, Center, "E" and Sixth Streets.

6. Educational Facilities

a) Existing Conditions

The educational system includes three schools: Sheridan for kindergarten through third grade; McCord, grades four, five and six; and Citrus, grades seven and eight. These schools were included in the Kings Canyon Unified School District in 1966. Sheridan occupies a site of 7.9 acres, McCord, 7.2 acres, and Citrus, 25 acres. High school students, totalling 275 as of 1970, attend Reedley High School.

Sheridan, as of 1971, has an enrollment of 486 students, a capacity of 500, and has sufficient space to accommodate four additional rooms to give an ultimate capacity of 620 students. McCord has 343 students and a capacity for 390, with no additional space for rooms. Citrus has 233, a capacity for 200, and a sufficient site for a total capacity of at least 600.

According to the State Ad-

These projections are based on the percentage of school children within the total population remaining relatively constant. Although enrollment figures have not increased at as high a rate in recent years, the 1965 to 1971 average equals the 1.75 per cent growth rate of the population. However, 1972 enrollment figures indicate a significant drop, and State wide enrollments have experienced similar recent fluctuations. Enrollments will probably stabilize to approximate the lower rate of population growth (indicated by the lower figures for 1980 and 1990, and as discussed in Part I, Section B). Unless the percentage of children within the population decreases significantly or unless population growth generally declines below one per cent per year, these enrollment projections should be a reasonable basis for planning.

Since Sheridan School already exceeds the State recommended standards, it is probably undesirable to add classrooms to increase its capacity

up to 620 students. Although some temporary classroom space may be an economical solution to short term needs, it appears that by 1990, using the lower projections, a more comprehensive solution will be needed. Both Sheridan and McCord will be over capacity at that time if they each continue to serve the same grades.

The number of high school students in Orange Cove will increase by 25 to 50 in 1980 and by 60 to 100 by 1990. Reedley High School is already over its enrollment capacities, and an additional 40 students from surrounding areas closer to Orange Cove than to Reedley currently add to this problem. By 1980, these combined sources will account for at least 350 high school students, and by 1990, up to 450.

c) Policies/Implementation

Orange Cove should work with the Kings Canyon Unified School District to begin site selection for a new high school. The area north of Adams Street between Center Street and the Friant Kern Canal is the most likely location and would serve the eventual expansion of the City north to Wooten Creek.

To accommodate the projected growth of the school population, it is recommended that either Sheridan and McCord Schools both serve grades kindergarten through fourth or that Sheridan become kindergarten through second and McCord become third through fourth grade schools. In either case, a five through six grade facility would be added at the Citrus School site. This conversion would probably take place around 1990.

Temporarily, one or two classrooms may need to be added at the Sheridan School site. These should either be rented or relocatable (to the Citrus site). Meanwhile, new classroom space needed at Citrus School should be planned so that it can be converted to a separate facility for fifth and sixth graders in the future. By about 1990, with this conversion, Sheridan and McCord would each accommodate approximately 350 students, and Citrus School would be the site of two schools, each with about 300 students.

One advantage of creating two K-4 schools, when enrollment figures justify the conversion, is that each school would meet the walking distance standards established by the State, with McCord School serving the northern half of the City and Sheridan serving the south. On the other hand, the current system facilitates specialized programs and concentration of educational resources for each age group. Another factor to consider is the creation of rival schools, which could develop a difference in quality of education or ethnic composition. These advantages and disadvantages should be weighed by the School District and the City in planning for the eventual conversion.

All school sites are located adjacent to select system streets to provide adequate vehicular access. As existing facilities expand, adequate parking should be provided to minimize nuisance for nearby residents. The City should encourage multi-functional use of school sites to maximize the utility of the investment and to better serve the public. (See also the Open Space, Conservation and Recreation Element.)

7. Flood Control and Storm Water Drainage System

a) Existing Conditions

The major sources of flooding in the area of Orange Cove are Wooten Creek and its tributaries as they flow westerly from the Sierra Nevada foothills. The major problem area within the City exists in the southeastern section, where waters flowing from several small channels enter the City across Hills Valley Road. A small pump which drains excess water into the Friant Kern Canal is now installed in a sump pump at the eastern end of Park Boulevard. Unfortunately, during excess flow, this pump is too small, and water crosses the Friant Kern Canal at Park Boulevard and proceeds southwesterly through the City to the crossing of South Avenue between Fourth and Fifth Streets. A channel now exists along this route to carry the water, but it is adequate only for average runoff.

A second serious problem area exists in the northwestern section of the City. Here Woot-

en Creek, with a channel area of 90 square feet, flows southwesterly towards the City. Unfortunately, two small bridges near the City have channel areas of only 30 square feet, and during peak flow periods, water backs up at these two points, flowing over the Creek banks into the City and the agricultural lands north of the City.

Storm water drains along City streets and ditches and eventually flows into either Wooten Creek or agricultural land outside the City. Few streets have gutters for any significant distance. At present, no comprehensive record of grades throughout the City exist upon which a plan for curbs and gutters should be based.

b) Projections

It is evident that existing problems should be corrected to improve the City's system of flood control and storm drainage. In the area between Adams Avenue and Wooten Creek, a solution to the flooding problem is essential before urban expansion occurs in order to avoid large scale damage and to protect public safety.

c) Policies/Implementation

Flooding from Wooten Creek and its tributaries should be controlled at the source. A detention reservoir should be constructed by either Fresno or Tulare County, depending on which County's land is most appropriate, to the northeast of the City. A recent study completed by the Tulare Irrigation District indicates a possible site at the northeast corner of American Avenue and Hills Valley Road. Such a reservoir would pond potential flood waters, controlling Wooten Creek and other creeks and channels in the vicinity, and would allow for the release of excess water at appropriate intervals. By Public Law 556, federal funds are available for the construction of such a detention reservoir, and Fresno County should be strongly encouraged to undertake this project with the available funds.

Construction of this reservoir would help eliminate flooding in the two major problem areas of the City, but other solutions should also be initiated. Fresno County should

be urged to reconstruct the two bridges along Wooten Creek north of the City to permit greater flows through them during peak flow periods. The City should install a large pump in the ponding area near Park Boulevard at Friant Kern Canal to more efficiently drain water in this area.

The City is currently considering a drainage plan. When the recommendations of the plan are finalized, the City should implement said recommendations and determine methods of financing the needed projects.

E. CONSERVATION, RECREATION AND OPEN SPACE ELEMENT

This element responds to the required conservation and open space elements mandated by State law as well as the permitted recreation element. Because of the interrelationships of these three elements, they have been combined in this plan. Open space, for example, includes conservation of agricultural lands as well as parks used for recreation activities. Conservation also applies primarily to preservation of valuable agricultural lands in an area such as Orange Cove, since unusual archeological, historical, mineral, vegetative, wildlife, or scenic natural resources are lacking.

This discussion is divided into two sections: 1) agricultural open space and conservation lands; and 2) land with recreation potential.

1. Agricultural Land

a) Goals and Principals

(1) To maintain the economic viability of the agricultural operations within the Planning Area.

(2) To preserve prime agricultural lands (Class I, II soils types) to the greatest extent possible for permanent agricultural uses.

(3) To provide for the urbanization of limited areas of agricultural land required for the orderly expansion of Orange Cove only upon their annexation and the provision of proper community services.

b) Existing Conditions

The City of Orange Cove is essentially a green belt town, bounded on all sides by agricultural enterprises, primarily citrus orchards. Farms general-

ly range from 10 to 40 acres in size. These lands are a rich economic resource to the town, as well as a source of food for the state and nation. Scattered areas of prime agricultural land — Class I and II soils as defined by the California Land Conservation Act of 1965 — are located primarily west and north of the City. Almost all other lands within a mile radius of the City are Class III soils which are also extremely productive in agricultural uses. Much of this land is protected from development with ten year contracts under the California Land Conservation Act of 1965. Almost all of the surrounding lands are zoned A-1 under County zoning regulations, which permit almost any type of development. (See Exhibit 3 for agricultural preserves and soils classifications.)

c) Projections

At the range of population growth discussed in this plan, no encroachment of urban development beyond current City boundaries would be required for residential purposes until well after 1980, if not 1990. At the lower rate of growth, with 4,100 people in 1990, 40 acres would be required, and approximately 50 acres of vacant land are available within City limits for residential uses. At the higher rate, with 4700 people, 75 acres would be needed for residential expansion by 1990. Assuming some of the vacant land within the City may not be available for development, 35 to 40 acres of this new development might occur beyond current City limits. Major industrial developments, often requiring large land parcels, could exceed the vacant industrial land available within City limits prior to this time.

d) Policies

Areas not designated for urban uses by the land use plan should be conserved for agricultural and related uses. Development into new areas should occur only when sufficient land is no longer available within the existing City limits. Any proposed development on agricultural land should conform to the uses designated for that land by the General Plan. Such development

should occur progressively on land contiguous to existing urban development and where urban services can be most economically extended.

The area designated for eventual residential expansion is the area north of Adams Avenue to Wooten Creek. Most of this land is Class III soil, although some Class I does exist very near the Creek. Some development has already begun, and the City limits extended, north of Adams near the Friant Kern Canal. Once significant expansion begins to take place within this entire area, the efficient use of the remaining agricultural lands will be somewhat impaired. Problems of access across the Creek will tend to limit unified farming operations on small, isolated parcels. Wooten Creek, therefore, appears to be the most logical physical boundary to urban development to the north, even though this will eventually involve the loss of agricultural production on a small amount of prime land.

Two areas have been designated for industrial expansion onto lands currently in agricultural use. The area at the southeast edge of the City is on Class III and IV soils, and conversion of this land does not represent a significant loss of valuable agricultural lands. The industrial area designated at the northwest side of the City is partially Class I soil and partially Class III. Industrial use is considered justified in spite of the slight encroachment onto prime lands, because of the importance of railroad access in encouraging new industry to locate in Orange Cove. The location also provides access to major roads to and from the City and presents no land use conflict with respect to residential developments. Limiting the westward expansion of this industrial area will prevent further encroachment onto prime soils.

e) Implementation

(1) Land that has been designated for agricultural uses on the General Plan should be exclusively zoned for such uses. The City should request that both Fresno and Tulare Counties establish exclusive agricultural zoning for these lands.

(2) Owners of agricultural

EXHIBIT 3

SOIL CLASS AND AGRICULTURAL PRESERVES

LEGEND

CITY OF ORANGE COVE

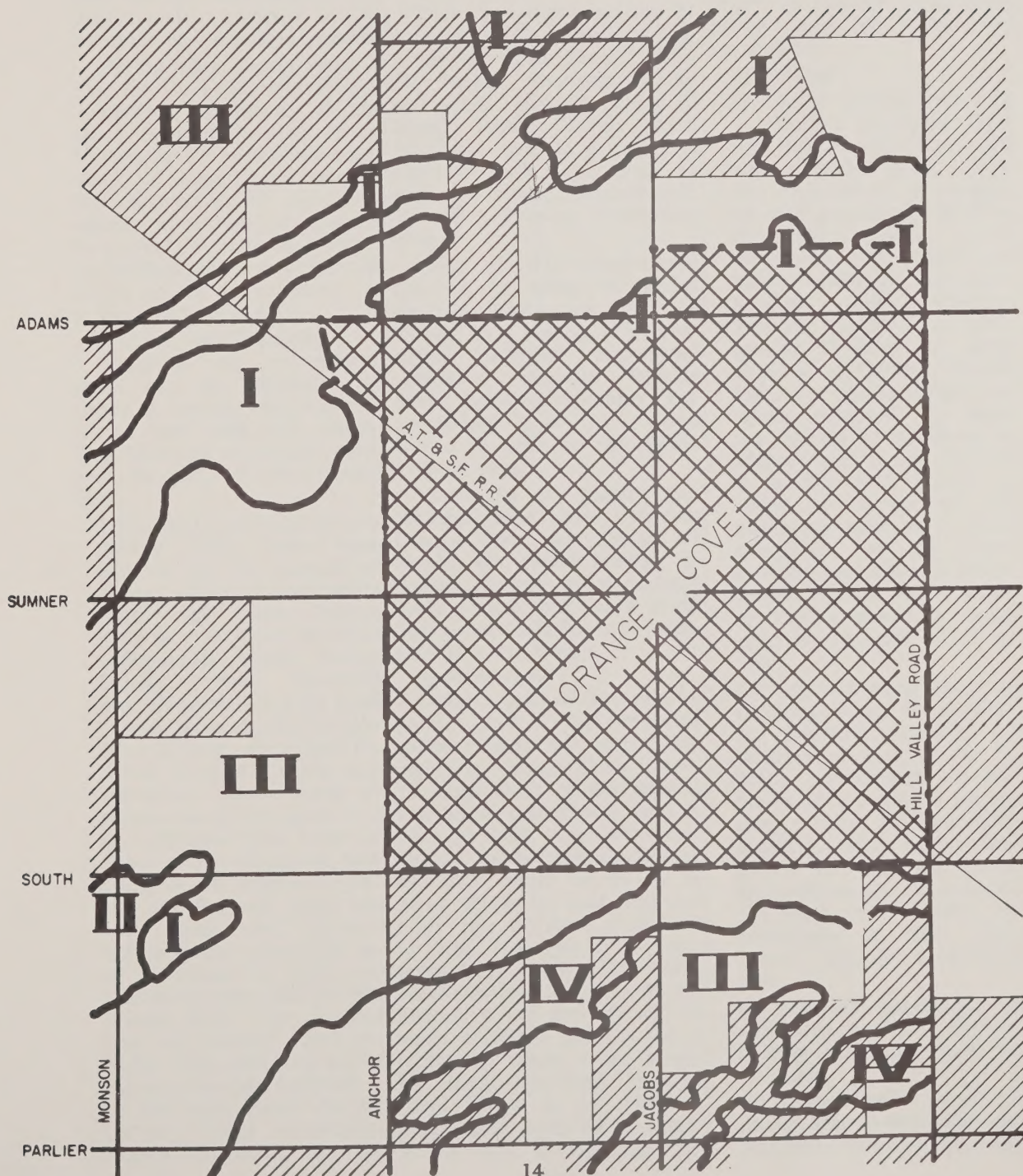
AGRICULTURAL PRESERVE

SOIL CLASS BOUNDARY

SOIL CLASS NUMBER



I



land in the vicinity should be encouraged to place their land into agricultural preserves under the provisions of the Land Conservation Act. The City should file a protest on such requests, as permitted within one mile of its city limits, only if the land in question is designated on the General Plan for future urban uses.

(3) Where land is designated for future urban uses, rezoning and urban development should be allowed to proceed only in an orderly manner: that is, contiguous to existing urban development, where urban services can be economically extended and in response to the demands of population growth.

(4) The City should request that the Counties refer all development proposals within three miles of the City limits to the City for review and comment. It should also request the cooperation of the Local Agency Formation Commission to prevent the creation of special services districts within the City's sphere of influence.

2. Recreational Land

a) Goals and Principles

Standards for recreational areas can be delineated in terms of spatial requirements, travel time, and user needs. The following standards represent the goals of this General Plan:

(1) Spatial standards for recreation land have been adopted by the Council of Fresno County Governments (COG), of which Orange Cove is a member, for local communities within Fresno County. These standards prescribe that for each 1,000 people, there should be eight acres of open space land devoted to public parks and recreation, seven acres of private recreation space, and an additional five acres of either public or private land available for intensive summer use. Regional parks and both local and regional "green space" standards, also prescribed by COG, are abundantly provided around Orange Cove. The General Plan will concern itself primarily with providing public and summer use facilities.

(2) Maximum travel time by car to a local recreational facility, according to the

COG standards, is 15 minutes. Ideally, there should be neighborhood recreation facilities within 15 minutes walking distance (about 1/2 mile) of all residents.

(3) A variety of recreation open space should be provided, including variations of park size and vegetation, recreation equipment and programs, and intensity of use. The kinds of facilities provided should reflect a balance between the age groups served and should reflect local preferences in the kinds of programs offered.

b) Inventory

There are approximately 37 acres of public recreation land in Orange Cove: Citrus School (23 acres), Sheridan School (5.7 acres), McCord School (5 acres), James Oberon Eaton Memorial Park (2 acres), and Sheridan Park (1.2 acres). At least one facility exists within 1/2 mile of every residential area.

Most of this recreational open space exists at school grounds, which are currently lacking in a variety of recreational facilities. Supervised recreation includes various junior baseball programs. The swimming pool at Citrus School is open to the public in the summer.

Essentially no private recreational open space exists in Orange Cove, but almost all homes are single family detached units on lots of at least 6,000 square feet, so a great deal of personal space is available to each family.

c) Projection

Using a goal of 13 acres (8 public plus 5 for intensive summer use) for each 1,000 residents, Orange Cove is seven acres short of the desired amount of recreational land in 1970. By 1980, if no new recreational lands are developed, the City would be 10 to 15 acres below its goal, and another five or more acres shy by 1990. However, if the proposed high school is developed, approximately 20 acres of additional school grounds will be made available, and the City's recreation space needs would be amply provided through 1990. There is, in addition, other space available for recreational use if sufficient im-

provement and development is undertaken. These include the City owned future corporation and water treatment yard adjacent to the canal, south of Park, and the undeveloped plots of land between Citrus School and the canal.

The greatest deficiency in Orange Cove's recreational open space is its lack of facilities rather than acreage. Present needs include a multi-functional building for night-time and winter use, young adult facilities, and a wading pond for children.

If higher density housing is developed to a more significant extent in Orange Cove, more private open space will also be required.

d) Policies

(1) Initial efforts should be to improve recreation facilities and equipment at existing recreation areas. Sheridan Park should be developed with playground facilities for small children, picnic equipment, and a service pavilion including restrooms. McCord and Sheridan Schools should have playground facilities for small children and juniors. Playing fields for young people and adults equipped for night use, should be developed at McCord and Citrus Schools. A wading pool should be added to supplement the swimming pool as a major component of the City's summer recreation program. James Oberon Eaton Memorial Park should be developed as a passive recreation area.

(2) New recreation areas and facilities should be developed primarily through the building of new school facilities and through the provision of a multi-use recreation, service, and municipal building which will include indoor facilities for winter and evening use. Secondly, the City could consider improvement of other City-owned lands for recreational uses.

(3) Adequate supervision of recreation facilities and organized activities should be provided.

(4) Further studies should be undertaken to determine the feasibility of landscaping and

recreational use of the Friant Kern Canal and Wooten Creek rights-of-way, including the possibility of bike and horse riding trails.

(5) Private recreational open spaces should be developed concurrently with any higher intensity residential developments.

e) Implementation

In addition to the City's capital improvements program, federal grants for recreation projects and neighborhood facilities should be pursued. The current HUD grant application should be expedited. Other recreational needs should be catalogued so that one comprehensive grant can be sought to cover present and future needs. This will include the financing of an expansion or replacement of the existing City Hall to provide a multi-functional building for cultural, recreational, counseling, and civic services for all residents.

The City should request the School District to proceed with the acquisition of the high school site as soon as practical.

The City should continue to encourage voluntary supervised recreation programs and should also investigate part-time professional recreation programs.

The open space/recreation district of the City's new zoning ordinance should be applied to all appropriate areas to provide for permanent reservation of open spaces and recreation facilities and to avoid improper development of lands not yet planned for urban uses.

The City should pursue investigations of multi-use of canal and creek-side areas, including possible financing of necessary landscaping improvements.

The City's zoning and subdivision ordinances should provide for the improvement of public or private recreation areas with the development of any multi-family housing developments.

F. SEISMIC SAFETY, SAFETY, AND NOISE

Recently the State of California included safety, seismic safety, and noise elements as mandatory parts of every city and county general plan. This element responds to these re-

quirements.

The purpose of the seismic safety element is to identify and evaluate areas prone to earthquake danger and its associated hazards (surface movement and rupture, unstable slopes and landslides, dam failure, fire control), and to plan land uses in a way that risks to life and property can be minimized. Additionally, the State recommends the formulation of an action plan for each city designed to facilitate recovery should a disaster strike. The safety element requires a similar evaluation with respect to fire and geologic hazards. These two elements have been combined in this discussion because of the interrelated nature of the problems. A number of important aspects of these two elements, such as fire control, water availability, and police protection, are described in the Public Facilities and Services Element.

1. Seismic Safety and Safety

a) Goals and Principals

(1) To minimize the risk to life and property resulting from seismic activity, fire, geologic, or other hazards.

(2) To provide emergency plans and services designed to cope with natural or man-made disasters.

b) Existing Conditions

Although Orange Cove has no known faults running through it, it can nonetheless expect to be affected by major activity of the San Andreas and Sierran Fault Systems, posing a threat to structures and buildings of all types. Historical data indicates that the San Andreas Fault, located along coastal California and responsible for the 1906 disaster in San Francisco, is of only moderate threat to the Orange Cove-Fresno County region. Activity of the Sierran or Owens Valley Fault, however, poses definite danger here. The earthquake that occurred in Lone Pine in 1872, one of California's three greatest known quakes, had a measurement in Fresno of 7 on the Modified Mercalli intensity scale.

There's presently little information available about earthquake hazard in the San Joaquin Valley simply because geologists and seismologists concentrate their energy in

areas of frequent and probable activity where more data can be accumulated. However, certain characteristics, such as proximity to the major faults and local geological factors, contribute to some knowledge of what might be expected in this region. According to a map published in **Earthquake Information Bulletin**, March-April and May-June, 1971, Orange Cove is situated in an area where moderate to major earthquake activity may be expected to occur.

Orange Cove is not in an area of particular geologic or major fire hazard. The greatest disaster problem is presented by possible flooding due to rupture of canal walls. Normal flood control problems are discussed in the Public Facilities and Services Element.

Orange Cove has in effect a Civil Defense and Disaster ordinance, providing for the Office of Emergency Services, mutual aid agreements, and emergency measures coordinated by the Director of Civil Defense. A mutual aid agreement for fire protection has been arranged with both Mid-Valley Fire District and the Forestry Division.

c) Projections

Current seismic information is not detailed enough for a thorough evaluation of specific problems and should be supplemented with better data as its becomes available. The Fresno County Council of Governments (COG), of which Orange Cove is a member, has shown interest in undertaking a County-wide or regional study of seismic risk. If carried out, such a study will provide an adequate basis for a more complete seismic element for the Orange Cove General Plan.

It is difficult to predict all potential disasters. One question which should be studied in particular is the possible risk of rupture of canal walls resulting in a potential flood disaster. It would appear that this is unlikely unless major seismic ground movement occurred at Orange Cove itself.

In general, it is expected that fire, flood, and seismic hazards in Orange Cove would be more localized.

d) Policies

Requirements relating to

structural characteristics of buildings, as described in the Uniform Building Code, are generally adequate for seismic conditions in Orange Cove. Zoning regulations provide for a maximum building height of up to 40 feet. These should be enforced, particularly with respect to public buildings such as schools, police and fire stations, communications and public utility buildings, commercial establishments, and places of public assembly.

Based on current information, it appears that special land use restrictions are not needed, since no particular hazard areas have been identified where buildings would be subject to unusual risks. As further data becomes available, the General Plan should be reviewed to assure that the type and extent of urban development allowed is appropriate. Building regulations should also be reviewed.

The emergency service system should be further developed to include mutual aid agreements for police protection and to coordinate the various programs so that loss of life and property will be minimized in the event of any major disaster.

e) Implementation

Orange Cove should encourage and cooperate with the Fresno County Council of Governments in any efforts to develop an area-wide seismic safety element.

The City should undertake a detailed study to determine the existence and extent of substandard or dangerous buildings, particularly public, commercial and industrial structures, and should initiate a program to bring them to safe standards.

The City should lead an active program to assure that the evacuation and emergency procedures of all involved agencies and groups, operate smoothly and efficiently. The Director of Civil Defense should coordinate this program, including periodic conduct drills, mutual aid agreements for police protection, and possibly obtaining additional emergency service equipment.

2. Noise

a) Goals and Principles

To improve the living, work-

ing and recreation environment through the reduction and control of noise nuisance.

b) Existing Conditions

A primary benefit of rural or small town life is a tranquil and relaxed environment. No single nuisance has such a disrupting effect on the peaceful environment as the intrusion of excessive noise.

Noise is generated today from an astounding number of sources ranging from televisions and loud music to jet aircraft roaring overhead. In Orange Cove, principal sources of noise are from the Santa Fe Railroad and heavy trucking that occurs during the fruit packing season. Industrial and related activities in themselves sometimes may create moderate noise levels. Additionally, motorcycles and cars contribute to the disruption of peaceful neighborhoods.

c) Projections

Orange Cove does not have a major problem with aircraft noise. The greatest single noise generator is undoubtedly the railroad, which appears to be unavoidable. Individual sources and vehicle circulation are areas requiring improvement.

d) Policies

1) To develop standards for maximum permissible levels and duration of noise emanating from various stationary sources.

2) To arrange land uses in such a way that the maximum protection from the adverse effects of noise can be accomplished.

3) To encourage and, if necessary, enforce a circulation pattern which will eliminate truck traffic in retail commercial and residential areas.

e) Implementaton

As Orange Cove grows, it will be increasingly useful for the City to adopt, as part of its municipal code, a noise ordinance. The existing "sound devices" ordinances is a beginning but is obviously inadequate. The League of California Cities has a Model Noise Ordinance which can be easily adapted to Orange Cove's needs. The City of Fresno has also just completed a noise ordinance which could serve as a suitable guide for Orange Cove. The essential role of

such an ordinance is to establish maximum allowable noise generation from any given source in any particular zone. Control measures to enforce the ordinance are also provided.

The land use element of this General Plan provides for suitable locations of industry, buffered from quiet residential neighborhoods. In addition, the zoning ordinance requires a conditional use permit for any industry which could produce significant noise beyond its property lines. The circulation element provides for separation of truck and major through traffic from local residential and retail commercial streets.

G. ECONOMIC AND SOCIAL DEVELOPMENT ELEMENT

1. Goals and Principles

a) To provide an adequate opportunity for employment and income at least equal to the County-wide average.

b) To improve the quality of life, including health care, family counselling, job placement, and other social opportunities, for all residents.

2. Existing Conditions

The City's labor force, as of 1970 Census, was 1,280 persons of whom 970 were employed and 310, or 24 per cent, were unemployed. The City's participation rate (proportion of the total population in the labor force) was 38 per cent. By contrast, the Fresno County unemployment rate was seven per cent and participation rate was 44 per cent.

The following is a list of total number of employed for each major occupation in 1960 and 1970, according to the U.S. Census:

	1960	1970
Professional, technical and kindred workers	54	48
Managers and administrators	28	25
Clerical and kindred workers	42	102
Sales workers	35	5
Craftsmen, foremen, and kindred workers	56	87
Operative and kindred workers	143	219
Transport equipment operatives	-	19
Service workers	47	71
Farmers and farm		

managers	-	4
Farm laborers and foremen	227	314
Non-farm laborers	94	62
Occupation not reported	27	-

The City's largest category, farm laborers and foremen, constituted 32 per cent of all jobs in 1970, a slight rise from 30 per cent in 1960. This dependence on agricultural employment, together with other low-wage occupations, explains to a large degree the low average family income of Orange Cove. County wide, agricultural workers generally earn \$3,-981.00 per year while manufacturing employees earn \$6,-859.00, trade workers \$5,-545.00, and construction workers \$9,252.00. A total of 395 jobs are held by women, or 41 per cent of all employment. Private wages and salaries account for 87 per cent of all jobs; eight per cent are in government employment; and four per cent are self-employed.

The median income per family and unrelated individuals as of the 1970 Census is \$5,238.00, or a per capita income of \$1,-556.00. By contrast, median family income for the United States in 1970 was \$9,870.00. Almost 21 per cent of all families in Orange Cove have an income below the poverty level. Over the decade, family income increased at an annual rate of approximately 2.25 per cent, while family income in Fresno County rose at a rate of seven per cent. The high rate of agricultural employment is a primary cause for this slow income growth, since average agricultural wages increased by only one per cent from 1960 to 1970 in Fresno County.

Retail sales in Orange Cove, although growing relatively fast, are only half the per capita sales figures of neighboring cities such as Reedley, Sanger, and Dinuba. The City's per capita sales income in 1969 was \$619.00, compared to Fresno County's average of \$2,958.00 in 1970. This lag is principally the result of the low per capita income of Orange Cove residents, but also reflects the loss of some local income to shopping areas in Reedley, Sanger and other communities. Based on these

figures, the City's total retail sales income in 1970 was slightly over \$2,000.00, or only about \$26.35 per square foot of retail floor area (80,000 square feet). If the total retail sales income remains low, the number and salaries of sales workers and shop owners will be affected, and downtown improvements will be difficult to finance, thus perpetuating the cycle.

Orange Cove has a medical clinic, located at West Railroad and Eleventh Streets, providing family health care services, dental, and optometric services.

Other social services, such as adult education and job training programs, placement services, and family counseling, are limited or non-existent in Orange Cove. As an interim measure, a child day care operation recently began in temporary facilities, and a larger permanent day care center is proposed as soon as an appropriate site is acquired.

3. Projections

Over the 1960 to 1970 period, the number of jobs rose by 200, and unemployment dropped slightly from 26 per cent to 24 per cent. If the lower population growth rate is experienced over the next two decades and if the number of jobs continues to increase by about 220 jobs per decade, unemployment will be approximately 16 per cent in 1980 and nine per cent in 1990. If the City continues its present rate of growth (1.75 per cent), unemployment would drop to 22 per cent in 1980 and remain at that level through 1990. It is, of course, not self evident that the number of jobs will continue to increase at the same rate, particularly if population growth declines during the same period.

(An alternative approach was taken in the previous studies on Orange Cove, that is, to project population based on estimates of the number of jobs and assuming participation rates and unemployment rates would follow the current trends. This does not seem appropriate in view of State and County wide population forecasts. Furthermore, this approach is contrary to the efforts to reduce unemployment at a faster rate than in the past, partially by stabilizing popula-

tion growth.)

If median family income continues to increase at approximately 2.25 per cent annually, the 1980 median income would be slightly over \$6,500.00 per family. This slow rate of growth, compared with cost of living increases and higher rates of growth County and nation wide, would put Orange Cove's average family substantially worse off financially in 1980 than at present.

4. Policies

There are two key components to the effort to increase income in Orange Cove. The first is to increase employment generally, and the second is to shift employment to higher wage occupations. Both can be accomplished by providing job opportunities for the unemployed and under-employed and by training programs.

Providing job opportunities, especially in higher wage fields, implies primarily bringing new industry to Orange Cove. The City's resources are its land and labor, and businesses requiring relatively large amount of land and labor should be sought out and encouraged to locate in Orange Cove. Other types of employment, such as construction, trade, services, and government work, tend to increase as a function of population and economic growth. As income levels increase, sales, services, and other employment sectors will flourish correspondingly.

As part of the program to build the economic health of the City, the downtown should undertake an improvement program as finances permit. This should include cooperative parking facilities, landscaping along Park Boulevard, building rehabilitation, and development of uniform sign standards. New and existing retail sales businesses should be encouraged to locate along Park Boulevard by more efficient use of vacant and ill-utilized parcels. Most Orange Cove residents now shop in Orange Cove, but as other attractive centers develop in the region, Orange Cove must maintain and improve its shopping amenities to stay competitive.

Orange Cove should do everything possible to encourage and maintain the operation

of the health care clinic, which is especially important in providing needed medical care in view of the City's low average income level. The new child day care center will also be of benefit, enabling mothers to work part time as jobs are available, thus increasing average family income.

Adult education and job training, placement, and counselling programs should be begun in Orange Cove. The proposed expansion and improvement of City Hall should include facilities for such programs.

5. Implementation

The City's financial resources do not permit a large scale expensive program of economic development. However, much can be done to attract new industry and achieve economic improvement through the efforts of community leaders, present City staff, and work-study assistants available to the City. Present industries should be interviewed to assure their space needs for expansion are met. New industries can be sought in cooperation with the Fresno County Chamber of Commerce. An inventory of available industrial land — both existing vacant parcels and new areas as indicated by the General Plan — should be developed, and potential businesses put in contact with land owners.

The City should investigate all possibilities for funding of economic improvement programs from other governmental sources, such as the Federal Economic Development Administration and the Small Business Administration.

The City should encourage and, to the extent possible, participate in a downtown improvement organization composed of shop operators and property owners.

The expansion and improvement of the City Hall to house needed social services should be planned as part of the City's capital improvement program and might be eligible for substantial financial assistance, such as Communities Facilities Loans and Grants, from the Federal government. The City should request the State Department of Human Resources and the Economic Opportuni-

ties Commission to develop job training, placement, and counselling programs in Orange Cove, perhaps establishing weekly office hours for all such services. The City should also request that the School District investigate the feasibility and demand for adult education program.

COMPREHENSIVE PROPOSALS

PLAN

Throughout this General Plan, each element has been designed to harmonize with the whole. Although each is discussed separately, the entire General Plan is an inter-related, integrated statement of the concerns and needs of the City of Orange Cove. This section will briefly summarize the most important policies, review the over-all implementation measures required to achieve the goals, and present the physical development plan which embodies the recommendations of the General Plan.

A. SUMMARY OF POLICIES

1. To develop vacant land before expanding residential development to the north.
2. To encourage concentration, separation, and improvement of retail and service commercial areas.
3. To provide opportunities for industrial expansion while minimizing land use and circulation conflicts.
4. To rehabilitate, replace, and provide adequate new housing responsive to the needs of Orange Cove residents.
5. To separate industrial and through traffic from retail commercial and residential circulation.
6. To improve pedestrian circulation through provision of sidewalks.
7. To undertake required improvement of water, sewer, and solid waste disposal systems.
8. To consider relocation and expansion of the fire station.
9. To expand or replace City Hall, providing facilities for needed community indoor recreation and social programs.
10. To locate a high school in Orange Cove.
11. To provide for eventual expansion of facilities at Citrus School and consider grade changes for the various schools as needed in the future.
12. To correct flooding problems through County improvements and to investigate the feasibility of a City drainage system.
13. To minimize urban encroachment onto productive agricultural lands.
14. To improve recreational opportunities primarily through

improvement of existing facilities and as new schools are developed.

15. To improve emergency procedures for dealing with major disasters.

16. To review building regulations and land use plans as further seismic data is developed to enforce existing building codes, especially for safety.

17. To establish a noise control ordinance.

18. To encourage expansion and development of industry and business in Orange Cove.

19. To encourage medical and day care, job training and placement, counselling, and other social services for Orange Cove residents.

B. IMPLEMENTATION MEASURES

It should be understood that implementation tools and sources of assistance are only as effective as the residents of Orange Cove make them. Active citizen participation in programs should be encouraged by every means possible. The City itself should set the example of respecting and implementing the General Plan in each decision it makes.

The most basic tools for the implementation of this General Plan are the capital improvement program and the city code, particularly zoning and subdivision laws. In addition, the City should work with other jurisdiction, reviewing proposals which affect the physical, social, or economic conditions of the community, encouraging, cooperating and seeking assistance in those programs which would benefit the City. More specifically, these implementation measures involve:

1. Capital Improvement Program

In addition to its operating budget, the City should plan, over five or ten year periods, the investment of its capital in needed improvement projects, such as construction of sidewalks, improvements to major streets, sewer plant modifications, water pumps and lines, City Hall and fire station expansion, storm drainage system construction, recreation facilities, and other major investments. The City should concentrate gas tax expenditures on streets as shown in

the Circulation Element.

2. Zoning Ordinance

The City's new zoning ordinance is designed to implement this General Plan by providing specific controls over land use, heights, volumes, and locations of buildings, and open space. It should be administered and enforced to encourage and stabilize the development pattern suggested by the General Plan.

3. Subdivision Ordinance

The City's current subdivision and land division ordinances need to be updated and revised, in response to recent State enabling legislation and to adequately serve the needs of the community. They should include provisions for safe and efficient street systems, public and private utilities and services, curbs, gutters, and sidewalks, and other improvements assuring the quality of new developments within the City.

4. Other Code Improvements

The City should adopt a noise control ordinance, fire hazard control ordinance, and traffic code provisions for restricting truck traffic on certain streets. All city code provisions should be periodically reviewed and up-dated.

5. Cooperation and Assistance of Other Agencies

A number of specific proposals are discussed within various elements. Among the most important are: City review of develop proposals in the adjoining counties' lands; county and federal assistance in providing low-cost housing, code enforcement, and rehabilitation; school district plans for a new high school; county construction, with federal funds, of flood control facilities; county, state, and private assistance on social and economic improvement programs.

C. PHYSICAL DEVELOPMENT PLAN

The physical development plan is presented on the General Plan, Exhibit 4. It incorporates the policies of all of the plan elements in the most consistent manner possible.

The land use element provides for three categories of residential use: high density (13 to 22 units per gross acre, and allowing multi-use for business and professional offices and for contiguous expansion of retail commercial develop-

ment consistent with residential uses); medium density (8 to 12 units per gross acre); and low density (3 to 7 units per gross acre). High density is located only in the city center, where pedestrian access to the retail shopping district is facilitated, where certain more intense land uses are already present (such as City Hall), and where business expansion may be needed and can be accommodated without undue disruption of neighborhoods. Medium density areas are used as a buffer between more intense land uses and single-family residential areas. Low density, the predominant category, provides for single family residential neighborhoods which assure a safe, peaceful, and adequate living environment for each family.

The land use element also provides for retail and service commercial areas, and ample space for industry, in locations which complement the development of the entire City. Schools, parks, and open spaces have been shown, and it is the intent of the plan to develop attractive and usable open space wherever possible. The entire area surrounding the City should be preserved for permanent agricultural use.

The circulation element complements land use, providing for a separate truck route serving industry through the City and separating commercial and through traffic from quiet residential neighborhoods. Local collectors are designed to provide efficient access from neighborhoods to major streets and activity centers such as the retail area and schools. Collector streets are important to city-wide circulation, providing a north-south and east-west link from peripheral arterials to the center of the city and, in the case of West Railroad, providing a separate route for industrial traffic into and out of the city. The arterials are streets of regional significance serving Orange Cove.

EXHIBIT 4

GENERAL PLAN

LAND USE

RESIDENTIAL

HIGH DENSITY

MEDIUM DENSITY

LOW DENSITY



COMMERCIAL

RETAIL

SERVICE



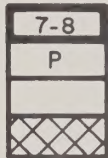
PUBLIC

SCHOOL

PARK

OPEN

INDUSTRIAL

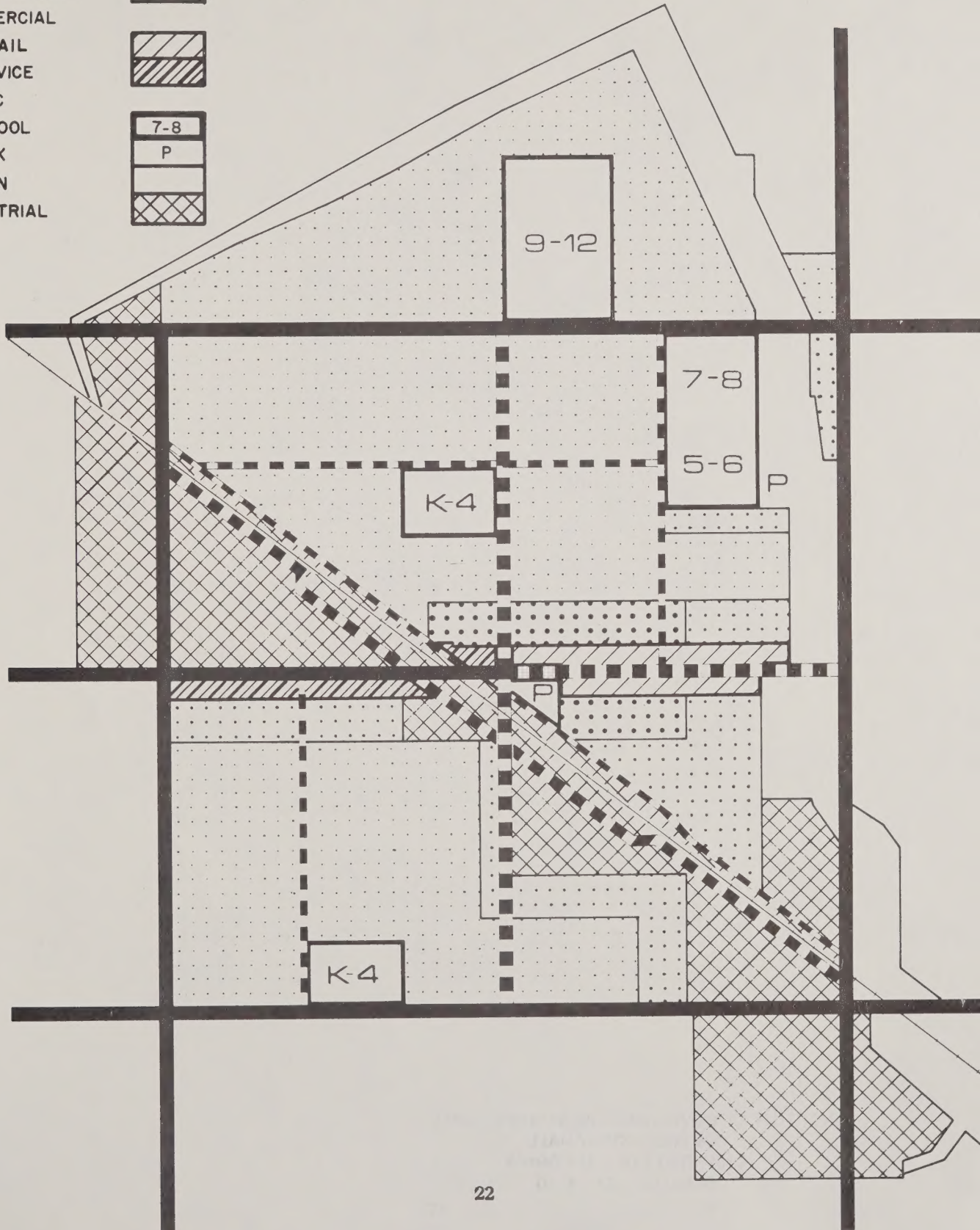


CIRCULATION

LOCAL COLLECTOR

COLLECTOR

ARTERIAL



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